

# A G E N D A



## RESERVES STEERING COMMITTEE

**DATE:** Wednesday, April 9, 2008

**TIME:** 9:00 a.m. to noon

**PLACE:** Council Chamber, Metro Regional Center, 600 NE Grand Avenue, Portland, OR

	AGENDA ITEM	PRESENTER	ACTION
9:00 AM	1. Welcome and Introductions	Debra Nudelman	
9:15 AM	2. Public Comment		
9:20 AM	3. Discussion of Reserves Work Program	Kathryn Harrington John Williams	Introduction/ Discussion
10:05 AM	4. Review of Broad Reserve Study Areas	Tom Brian Tim O'Brien	Introduction/ Discussion
10:50 AM	5. Break		
11:00 AM	6. Introduce and Begin Discussion of Urban Reserves Factors	Martha Schrader Jeff Cogen	Introduction/ Discussion
11:45 AM	7. Wrap-up	Deb Nudelman	

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Next meeting:

Wednesday, May 14, 9:00 a.m.

Council Chamber, Metro Regional Center, 600 NE Grand Avenue, Portland

Upcoming meeting topics (draft - subject to change):

*Wednesday, May 14*

- Application of Rural Reserve Factors and discussion of Agricultural Lands Study and Natural Landscape Features Inventory
- 40/50 year population and employment forecasts and peer review process

*Monday, June 9*

- Decision: Reserve Study Areas Recommendation (sending the Study Areas Map out for public input)

For agenda and schedule information, please call Ken Ray at 503-797-1508 or email

[rayk@metro.dst.or.us](mailto:rayk@metro.dst.or.us)

**RESERVES STEERING COMMITTEE  
DRAFT MEETING SUMMARY**

January 28, 2008; 9:30 am – 12:00 noon  
Metro Regional Center, Council Chambers

**Core 4 Members Present:** Washington County Chair Tom Brian, Multnomah County Commissioner Jeff Cogen, Metro Councilor Kathryn Harrington, Clackamas County Commissioner Martha Schrader.

**Reserves Steering Committee Members Present:** Jeff Boechler, Craig Brown, Katy Coba, Rob Drake, Mike Houck, Keith Johnson, Gil Kelley, Greg Manning, Sue Marshall, Mary Kyle McCurdy, David Morman, Peter Ryan, Lainie Smith, Greg Specht, Jeff Stone, Richard Whitman.

**Alternates Present:** Aron Carleson, Donna Jordan, Julie Odell

**Also Present:** Frank Angelo, Chuck Beasley, Richard Benner, Hal Bergsma, David Bragdon, Carol Chesarek, Danielle Cowan, Brent Curtis, Michael Dennis, Maggie Dickerson, Mike Duyck, Mark Greenfield, Jim Hough, Jim Labbe, Bob Lefeber, Laura Masterson, Donis McArdle, Robin McArthur, Doug McLain, Craig Nelson, Linnea Nelson, Lawrence Odell, John O’Neil, Ron Papsdorf, Ken Ray, Jarrett Rose, Kelly Ross, Jonathan Schlueter, Thane Tienson, Randy Tucker, John Williams

**Facilitation Team:** Debra Nudelman, Aurora Martin

**I. WELCOME AND INTRODUCTIONS**

Councilor Harrington called the meeting to order at 9:38 a.m. and introduced the facilitator, Deb Nudelman.

Deb Nudelman gave a brief introduction, described her role as a neutral process facilitator, and then asked Reserves Steering Committee (“Steering Committee”) members to introduce themselves and explain why they are participating in this effort. She walked everyone through the agenda for the meeting and passed around a sign-in sheet. She then reviewed the ground rules for the meeting process.

**II. PUBLIC COMMENT FOR NON-AGENDA ITEMS**

There was none.

**III. OVERVIEW OF ISSUES**

Chair Brian gave his opening remarks. He said that the 2002 urban growth boundary expansion process had been complex, protracted, and litigious. He said that the counties felt as though they had “lost” and many citizens felt the current laws put them in a lose-lose situation. Chair Brian explained that the New Look morphed into Great Communities and soon there was consensus to go to the Legislature and pass what became Senate Bill 1011 and House Bill 2051. He said that

Washington County is establishing its own urban and rural reserves coordinating committee to get the citizens and businesses involved in this process, and they will ask Metro councilors to participate on an ad hoc basis. He said that the goal of the Steering Committee is to collect information and establish how to grow over the next 40 to 50 years while still protecting environment, creating communities, and having a thriving economy.

Commissioner Schrader gave her opening remarks. She said that Clackamas County recently experienced a 12,000 acre expansion to the urban growth boundary that has become the new city of Damascus. She said this new community is struggling with how to provide transportation, water, sewer and other infrastructure essential to a new community. She is looking forward to having a solidified plan on how to move forward and make the process of identifying new UGB areas better. Clackamas County has to balance the interests of one of the largest nursery industries in the state against the need to bring in new business. She wants to find a new and better way where the underlying assumption is certainty to the agricultural industry while still allowing expansion into other sectors. Commissioner Schrader said that Clackamas County is also organizing its own meetings with community stakeholders.

Commissioner Cogen gave his opening remarks. He explained that he is working on the Steering Committee because he feels it is important to bring the entire region together for consensus. He has seen firsthand the problems with development in other parts of the country, and he believes Oregon is attempting to do something different and important. He feels that the biggest problems with the current process are that it is contentious, that it does not provide good land for development, and that there is no long-term certainty. He said Measure 49 demonstrated Oregonians still care about the land-use planning system, but Measure 37 showed that there are big problems with the system, and that Oregon needs to develop a process to take us into the 21<sup>st</sup> century. He said that the bar is being set very high here in asking that the Steering Committee come to consensus, and that in doing so, members have to be respectful and blunt about the fact that they are going to have to compromise. He said the focus needs to remain on maintaining a land-use system that will work because if the group cannot do that, the alternative will lead to the unraveling of Oregon's land-use planning system.

Deb Nudelman asked Steering Committee members for any comments before moving on.

Sue Marshall noted that members of the Core 4 had mentioned convening meetings at the county level and asked what is happening at each county level and how that information will be communicated to the Steering Committee.

Chair Brian explained that Washington County will be conducting advertised, open-process, open meetings and solicit stakeholder input by holding public comment periods, inviting testimony, and posting information on the county website.

Commissioner Cogen explained that Multnomah County will have something similar, but that the process has not yet been developed.

Commissioner Schrader said that Clackamas County has not completely developed a process. She said Clackamas County does plan on having the information public, transparent, and available on the

website. She said she will bring any information back to the Steering Committee so that Steering Committee members will be fully informed of events in the county.

Deb Nudelman mentioned that the Core 4 Project Team also has a public involvement plan to help keep the constituents informed and engaged.

Mike Houck asked if it would be possible to put members from the Steering Committee on list serves so they can stay informed about the county meetings. [Action Item – Ken Ray said yes.]

Gil Kelley said that he has heard a lot of debate about expansion, and noted that this process should also look at improving underperforming lands within the existing UGB. He asked how this process is going to work in concert with the New Look process.

Deb Nudelman responded that his question was a good transition as it would be addressed with the next topic of the meeting.

#### **IV. REVIEW STRUCTURE AND ROLES OF COMMITTEE AND WORK PLAN**

Councilor Harrington reviewed the material in the meeting binder for Steering Committee members. She said that in addition to SB 1011 and HB 2051 being foundations for the Steering Committee process, there are three additional foundational reports that represent major stakeholder groups. The Agriculture, Natural Resources and Great Communities reports are included in the notebooks. She said that in creating the Steering Committee, the Core 4 group tried to pull together all the sectors that have contributed to the land-use planning process over the years and that it has been a challenge to ensure a committee that is representative of many stakeholders. Each committee member has a responsibility to represent their constituency at the Steering Committee. Councilor Harrington then reviewed the Reserves Key Milestones and Making the Greatest Place Road Map documents in the binder. She said pieces from all tracks from the Road Map are incorporated into the Key Milestones and that the public involvement piece will ensure other people with information will be providing it to the Steering Committee.

Greg Specht asked if information on how big the reserves ought to be will be provided to the Steering Committee members.

Councilor Harrington said that there have been a lot of questions about numbers - where the reserves will be and how big they will be. She said that the LCDC rules state that the Core 4 must give justifications about why the sizes and locations of reserves that they make will be sensible for the next 40 to 50 years.

Gil Kelley said that he sees two primary tasks of the Steering Committee: the first is to designate where and how large the reserves will be, and the second is to determine how much of those lands will be released for development.

Councilor Harrington said that the flowchart shows that the metering question will be addressed in the “performance based growth management” track.

Chair Brian said that this committee won't go past establishing urban and rural reserves.

Mary Kyle McCurdy asked what decisions will come from non-voting members versus voting members. She asked what the goal of this process is and if the final decision will be an intergovernmental agreement.

Deb Nudelman explained that she would walk the group through the Steering Committee's processes later in the meeting.

David Morman stated that the Department of Forestry had created a background report on forest land priorities, and asked if such technical information can be made available at Steering Committee meetings. [Action Item – a process should be developed for review and distribution of materials.]

Greg Manning said that this is a hybridized process of the old and new rules, and he asked if a land needs analysis as required by the old rules is being conducted this year.

Councilor Harrington said no. She said that they are looking to complete a regional agreement as required under the new rules, so decisions will not be based on studies required under the old rules. She said that Metro staff will not be working on the old system of UGB analysis and expansion.

Chair Brian said that the region asked for a two-year extension so that they could tie decisions to the Steering Committee process. He said that the result of this process will be urban and rural reserves, but if this process fails they will have to go back to the drawing board.

Keith Johnson said he wanted to be clear on the scope of the Steering Committee and asked if there was a "drop dead" timeline for when the expansion will have to take place.

Councilor Harrington responded that HB 2051 gave an additional two years to go through this process while SB 1011 allows for the designation of urban and rural reserves. She said that Metro must give the next urban report before the end of 2009, and this report will be a pivotal piece for making an urban growth decision in 2010. She said this is a tall order but they know the old way was not working effectively.

Keith Johnson observed that the final Metro report needs to take into account all input.

Councilor Harrington said that final designations will be reviewed by LCDC.

Jeff Stone commented that this is an opportunity but also a burden. He said this is not just about urban reserves, but also rural reserves and that the Steering Committee needs to accept and evaluate information. He said that nurseries are concerned because their concerns are not the same as for forestry or other farm lands, and in the interest of not surprising the Steering Committee, he feels it is necessary to mention there will be letter coming from the nurseries describing that they have a stake in both urban and rural reserves.

Donna Jordan asked if the Steering Committee will also be looking at lands that have been allowed into the UGB but not developed.

Councilor Harrington said she is not sure of the answer and asked if that question can be brought up at a future meeting. [Action Item – add to bin list.]

Chair Brian said having an idea about numbers will help the Steering Committee understand how much development can occur inside the existing urban growth boundary and how those lands can realistically be used, as well as how much land will be needed outside the urban growth boundary and what the density will be. He said the Steering Committee should look at higher population densities to ensure adequate land supply for next 40 to 50 years.

Greg Specht asked what the chances are that when the Steering Committee gives its report and recommendations to Metro in the fall of 2009, that Metro will change the report substantially or not take on the recommendations.

Councilor Harrington stated that this is a participative approach and the group will be making recommendations together throughout the process. She said that it is fair question that they are still trying to answer.

Commissioner Cogen clarified that the counties will designate rural reserves. The Steering Committee process will hopefully eliminate any surprises that would result in the committee recommendations being ignored.

Mike Houck said he is also concerned about being more efficient inside the UGB. He would like to get analysis information for designating urban and rural reserves.

Councilor Harrington said that they will have more information in the next meeting for clarification.

Rob Drake observed that 50 years is a long time and asked how you undo decisions made by the Steering Committee if they are the wrong decisions.

Richard Whitman said that this new approach has a lot of flexibility, as well as a lot of checks and balances. In order to follow the process under SB 1011, there has to be intergovernmental agreements and Metro cannot act unilaterally. There must be both urban and rural reserves in each county and he fully expects this to lead to balanced urban and rural reserves designations. There is review by the state at the end of this process and review by LCDC. These checks and balances should guard against any extreme results.

Councilor Harrington said it is incumbent on the Core 4 to share feedback from the three counties and Metro with the Steering Committee.

Gil Kelley said he felt the Steering Committee process is more of a mapping activity than a technical conversation involving specific numbers.

Councilor Harrington said the Steering Committee will discuss a plan to cover both approaches at the next meeting.

Deb Nudelman reviewed the draft Operating Principles with the group. She said she would like members to review the Operating Principles and submit proposed revisions and comments so that the Operating Principles can be considered and adopted at the March meeting.

## **V. OPEN DISCUSSION**

Deb Nudelman opened the floor for comment, issues, concerns, and discussion.

Mike Houck commented that there is a huge issue for him and his constituents. They have already held a caucus meeting and they are concerned the natural resource inventory material is not complete. They have held numerous meetings that brought experts in the field together and that both experts and non-experts concur on what is important for designations. He said the reserves designation process should be more holistic. He said that he is concerned that right now there is not parity between natural resources and the working landscape. He said the handout in the binder is a very general map that does not take into account the multiple layers of natural resource information. He said he would like the Steering Committee to have access to specific mapped information and experts in the field, and offered to provide it to the committee.

Mary Kyle McCurdy said she would like the three counties and Metro to solidify the public involvement process for their constituents because the Steering Committee is mostly a group of insiders. The counties' public involvement processes will hear a lot of information from people that are not represented at the table, so it is important that these thoughts and comments are brought back to the Steering Committee. She said she hopes that as the process progresses, there will be a better understanding of what agreements are on the table.

Greg Manning said that that the old process was draconian and formulaic and led to decisions that have made everyone unhappy. He said that SB 1011 proposes a set of guidelines, with a holistic look for protection of key natural issues, housing, job growth, etc, and it is important to keep this process flexible and acting on those guidelines. He said he hopes the group does not start with reviewing the maps.

Gil Kelley said he thinks the maps would give a good idea what land areas would be good candidates for designation and that it is good to know there are more layers of complexity than they were presented with. He said that in an absence of maps, the group will be fighting over words and numbers without understanding what they are fighting over.

Mike Houck said he is not advocating for dueling maps. He said that he is excited about an inclusive, holistic, and integrated approach of looking at the landscape.

Craig Brown said he is interested as to the purpose and importance of the maps, as well as the importance of the resource issues.

Mike Houck stated this is not a Goal 5 process.

Donna Jordan said she sees this approach as an urban and rural reserves process. She said her understanding of what Mike said was that within urban reserves there might be rural resources.

Mike Houck restated that this is not a Goal 5 process. He said he feels there are natural resources that clearly should not be in urban or rural reserves, in order to protect and restore the resource.

Greg Specht said he feels the fundamental question is how many acres will be identified and set aside for non-rural purposes. He said the group needs to know what the demand side is and what the anticipated needs are before working with maps. He said he hopes that information comes from the technical side before deciding where those reserves will be.

Chair Brian said that a key item will be the reserves analysis methodology, which will address questions and concerns. This will be discussed at the next meeting.

Deb Nudelman closed the group discussion and identified a few process items. Packets for upcoming meetings will be posted on the website at least one week in advance of meetings. She then reviewed the February 13 agenda topics. Deb said that the staff will develop an approach for receiving information offered by group and for sharing it with the group.

Ken Ray said that the staff will send an email in advance of meetings, and will also let people know if the Steering Committee members will be responsible for printing materials from the website and bringing materials to the meeting or if the information will be provided.

There being no further business, Deb Nudelman adjourned the meeting at 11:57 am.

Respectfully submitted by Kearns & West.

ATTACHMENTS TO THE PUBLIC RECORD FOR JANUARY 28, 2008

*The following have been included as part of the official public record:*

<b>AGENDA ITEM</b>	<b>DOC TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
3.	Meeting Schedule	1/10/08	Reserves Steering Committee 2008 Meeting Schedule	012808rsc-01
3.	Member Roster	1/25/08	Reserves Steering Committee Member Roster	012808rsc-02
4.	Document	1/28/08	Reserves Steering Committee Draft Operating Principles	012808rsc-03
4.	Newsletter	Winter 2008	Making The Greatest Place: Focus on urban and rural reserves Newsletter	012808rsc-04



**RESERVES STEERING COMMITTEE  
DRAFT MEETING SUMMARY**

March 14, 2008; 9:00 am – 12:00 noon  
Metro Regional Center, Council Chambers

**Core 4 Members Present:** Washington County Chair Tom Brian, Multnomah County Commissioner Jeff Cogen, Metro Councilor Kathryn Harrington, Clackamas County Commissioner Martha Schrader.

**Reserves Steering Committee Members Present:** Chris Barhyte, Jeff Boechler, Craig Brown, Rob Drake, Bill Ferber, David Fuller, Mike Houck, Tom Hughes, Kirk Jarvie, Gil Kelley, Charlotte Lehan, Greg Manning, Sue Marshall, Mary Kyle McCurdy, David Morman, Alice Norris, Lainie Smith, Greg Specht, Jeff Stone.

**Alternates Present:** Drake Butsch, Bob Clay, Kathy Figley, Jim Johnson, Donna Jordan, Richard Kidd, Norm King, Jim Labbe, Bob LeFeber, Lidwien Rahman, John Rakowitz, Bob Rindy.

**Also Present:** Frank Angelo, Karla Antonini, Chuck Beasley, Richard Benner, Mathew Berkow, Carol Chesarek, Danielle Cowan, Brent Curtis, Mark Cushing, Mike Dahlstrom, Maggie Dickerson, Dan Dreutlar, Jim Emerson, Richard Goddard, Jon Holm, Adelle Jenike, Dick Jones, Seth King, Greg Leo, Jane Leo, Robin McArthur, Doug McLain, Linnea Nelson, John O'Neil, Mark Ottenad, Bob Peterkort, John Pinkstaff, Ken Ray, Pat Ribellia, Jarrett Rose, Michelle Rudd, Doug Rux, Don Schellenberg, Randy Tucker, Fred VanDomelen, John Williams, George Zaninovich.

**Facilitation Team:** Debra Nudelman, Aurora Martin.

**I. WELCOME AND INTRODUCTIONS**

Deb Nudelman called the meeting to order at 9:05 a.m., welcomed everyone, made brief introductory remarks, and asked attendees to introduce themselves.

Councilor Harrington explained that the February meeting was cancelled because the Core 4 wanted to be respectful of the Steering Committee's time and use it effectively, and take the time to make sure the Core 4 had adequately prepared topics.

Deb Nudelman went over some housekeeping items and provided an overview of the agenda and meeting materials.

**II. PUBLIC COMMENT FOR NON-AGENDA ITEMS**

None.

**III. ADOPTION OF DRAFT OPERATING PRINCIPLES**

Deb Nudelman introduced the Operating Principles, reviewed the proposed revisions page by page, asking for questions and concerns as she progressed.

Greg Specht asked about the meaning of the third bullet on the second page that mentions concurrence. He asked if this process must result in a unanimous decision or if there would be a need for a minority report.

Deb Nudelman responded that the goal of this process is to strive for concurrence. The meeting summaries will memorialize outcomes and dissents from the process, so the Core 4 has not provided for a minority report.

Councilor Harrington said that may feel odd because this process is very new and has never been done before, but the Operating Principles are trying to provide direction to show how we will do this together.

In reference to Section IV, Deb Nudelman said if Steering Committee members want to distribute information to the group to provide it to John Williams. John will post the information on the Reserves Steering Committee website.

Mike Houck said that there had been some back and forth on this since the first meeting, and that he had some information he wanted to share. The information in the packet does not include all the available information on natural resources, and he feels outside experts could be brought in. He asked if the group will share information and who will decide if the information is significant.

Deb Nudelman explained that the proposed approach has to do with quantity and content of the information. When the information is posted to the website, it is available for everyone. The information will be posted in advance of meetings and everyone is encouraged to see the information. Deb asked if that will work.

Mike Houck responded yes and no. He said if the information is critical, then it should be in the packet. He said he understands members should be respectful of one another, but asked if members are not allowed to talk to each other.

Deb Nudelman responded that the topic will be covered in a later section of the Operating Principles related to the roster.

Sue Marshall asked to clarify that there will be no judgment made about the information submitted.

Deb Nudelman responded no, but there will be gate-keeping as to what is brought to meeting.

Lainie Smith requested that when information is posted to the website that an email also be sent out with a brief notation about what the information is.

Deb Nudelman asked if the group was in agreement.

Rob Drake said he would like to choose if he wants to check out the website or not. He thinks the information should be passed out as quickly as possible and attached to the email to prompt the Steering Committee members to read it.

Deb Nudelman summarized that when information is received, an email with attached documents will be sent to the whole group. Deb encouraged Steering Committee members to write a transmittal message to be included with the email. [Action Item]

Gil Kelley said he thinks the new bullet under Intent and Commitment was a good idea. He suggested amending bullet to read “Strive to look beyond individual and constituent interests...”

Chris Barhyte disagreed. He asked for clarification.

Gil Kelley said the group needed to put constituent “starting points” aside.

Councilor Harrington confirmed that the Core 4 does want to problem solve together.

Chair Brian explained that everyone is here to advocate for their constituents, but the hope is in the end to work things out and come to an agreement.

Greg Specht agrees with Gil to broaden the representation.

Deb Nudelman confirmed that the group concurs to adding language. [Action Item]

Sue Marshall raised her concerns that the Core 4 is meeting as a group in separate meetings and that they may be making decisions in that forum without discussion of those decisions with the Steering Committee.

Commissioner Cogen explained that the Core 4 meetings are open to the public and any decision-making will be done in public.

Commissioner Schrader said that she fully expects this process to be open and transparent. She feels that each of the Core 4 has a reputation for being open and straightforward.

Craig Brown asked for clarification that the Operating Principles do not preclude anyone from having a personal opinion and will not prevent any member from giving testimony if it is contrary to what the Steering Committee agrees on.

Councilor Harrington said she would like to turn that question around, and asked if there was anything in the Operating Principles that would make someone think they would be giving up their rights to an opinion.

Craig Brown responded that he was concerned by the word “ensure” in the original draft.

Commissioner Cogen said it is a constitutional right to voice your opinions. The hope is that Steering Committee members will work together to reach consensus in support of the process, but that does not mean Steering Committee members cannot voice their opinions.

Deb Nudelman said it is best to clarify this now before the group is further along in the process. She referenced the “no surprises rule” on page 5. She said concerns should be brought up and

addressed at the Steering Committee, so the issues will not be a surprise to anyone when they are brought up in another forum.

Deb moved to the subject of the Roster and said the intent is yes, we want you to talk to each other, however please be respectful and responsive to the needs of others.

Deb reviewed the agreed-upon changes and asked the group for adoption. Seeing no dissent, Deb confirmed the group was in agreement with the language and can abide by the Operating Principles, and deemed them adopted.

Steering Committee members held a brief discussion about adding signatures and concluded it would not be necessary.

#### **IV. DISCUSSION OF LCDC ADMINISTRATIVE RULE AND FACTORS FOR RESERVES ANALYSIS**

Councilor Harrington introduced the topic of the LCDC administrative rule. She introduced Dick Benner with the Office of Metro Attorney to provide an overview of the rule.

Dick Benner provided some background and review of the administrative rule, and briefly walked through the outline provided in the meeting packet. Dick said he feels the rules are remarkably faithful to what the region set out to do in the ag/urban study by incorporating the impulse toward collaboration while leaving the Core 4 governments with the flexibility to make decisions. He said the outline provided in the packet is not a summary of the rules and instead highlights just the provisions that guide how we are going to proceed. Dick clarified the difference between factors and criteria. A factor is something to be considered and looked at against other factors, and a criterion is something that must be satisfied. The rulemaking chose to use factors and not criteria, so you do not have to show that each of the factors has been satisfied, but that it has been addressed and explained. After the designations, there generally will be no changes to the land use regulations for that land until it has been brought into the UGB.

Tom Hughes noted that the topic *Foundation Agricultural Land* referenced a map by the Oregon Department of Agriculture. He asked if that map exists or if it is in the process of being created, and if so, if there is an opportunity for public comment when the map is in place.

Dick Benner responded that the map has existed since the end of the ag/urban study and is accessible to everyone, but that it has no regulatory effect. The map is just one of the pieces to come into this process to inform decisions.

Tom Hughes said it seems that the map has been elevated to certain regulatory status because it makes foundation agricultural land more difficult to be designated urban or rural reserves. Since that map is not under control of Metro, Tom would like some process for review of the map.

Dick Benner said there are higher thresholds for foundation agricultural land, but that this is not regulatory because the presence of this land on the map does not bind the Core 4.

Greg Manning said it seems that the power and risk in new legislation is in thinking these factors will do better than old factors. He said he would think that defining these factors and how they are

required would be a top priority of this committee because without a clear definition, the Steering Committee will be in the same position. He said he would like to move toward criteria to flesh out the factors.

Dick Benner said that the group will get to this a little later when talking about the work program. He said that the group will have to develop a method for analysis of those lands. He said the group may get more objective about them, but that does not change the fact that it is a factor and not a criterion. Just because land would be good for agricultural land does not mean the Core 4 cannot take some of that and designate it as urban reserves.

Deb Nudelman noted that as of next month, the factors will become an important part of this discussion.

Greg Specht commented on the references to agricultural foundation land on page 14 and noted that the bar is raised higher. He said if there is a map, then the Steering Committee should be aware of it now.

Councilor Harrington noted that the map is in the packet from the first meeting.

Greg Specht said he felt the word “may” is troubling under the *Urban Reserve Service Agreements* heading and asked for the context of choosing “may” over “shall.”

Dick Benner explained that the old rules for urban reserves had authorization for long-range rules. The feeling of the people working on the current rule was that they did not want to force themselves to do anything in the rule, even if they make themselves do it.

Greg Specht asked if there are no written requirements, then who is to say what the group has to do.

Dick Benner said that the thinking of the group creating the rules was that they wanted to do it differently. Dick said that Metro will probably have to review Title 11, and that would be a good opportunity for Greg to say the wording should be changed to “shall.”

Jeff Stone commented that the rules finally acknowledged agriculture as a productive use of the land. He said that we have to look for new paradigms and decision pathways, and that the last thing he wants to do is the same old thing with a new name. The two mile area around the UGB consists predominantly of agricultural lands. He asked how we come to this collectively and acknowledge the impact of the surrounding area.

Craig Brown said we do not know if there will ever be urban services there. He asked for clarification on the 0070 sections. He asked if there was a provision by which you can parcellize the land for subdivision purposes before it comes into the UGB.

Commissioner Cogen said that those comments are directed at Area 93, which is basically undeveloped. He said Area 93 is a failure of past practices and is an example of why we are doing the process we are now.

Dick Benner said he felt the rules are being misread. For areas outside the UGB, the existing land use regulations will remain in place.

Gil Kelley said he looks at this as an iterative exercise over time, and that there will be more refined and detailed work to do when land is brought into the UGB. He said he hopes the group will do a “pre-planning” phase so we do not look at this as just numbers. He said he hopes that this is not simply a numbers by the acres exercise now, but that it will look at the shape of the region and what it will look like.

Mike Houck said that from an economic impact perspective, the group has yet to talk about the concept of ecosystem services. He said there are very real economic values to natural ecosystem resources, and he hopes that even though it is not referenced in the document, that the group would look at economic consequences to the region of natural resources.

Deb Nudelman thanked Dick for the overview and the group for their comments and discussion.

## **V. DISCUSSION OF COORDINATED PUBLIC INVOLVEMENT PLAN**

Commissioner Schrader introduced the coordinated public involvement plan. She introduced Ken Ray, Metro senior public affairs coordinator, to provide an overview of the plan.

Ken Ray emphasized that the plan in the meeting packets is a coordinated effort from Metro and the three counties. The plan is organized around the Key Milestones chart and is also coordinated with the work program. Ken walked the group through the phases of public involvement. He said this is designed to give a broad outline to how we will approach the public involvement, but that more details will come as we move through the process. Ken said the idea is to be proactive, to inform people how the process will work, and to get feedback on factors and analysis. The administrative rules required coordinated public involvement plan, and the plan has received comments from LCDC and citizen advisory committees. He said he would like to have an opportunity for MPAC to review the public involvement plan. He said that the hope is that the information will come out of public involvement to inform the decisions made by the committee.

Sue Marshall said she would like to commend everyone for putting the document together. She said she had a couple thoughts. She said she does not feel that the county level committees need to be identical, but she thinks they should have things in common such as representation from schools, special districts, and other key representatives. She said that the work of the Steering Committee needs to be coordinated with schools and special districts. She would like a timeline to be provided so everyone can know who is meeting and when.

Councilor Harrington said that the timeline will become clear as we go through the workplan.

Commissioner Schrader said that she is interested in an open process. She said that as the counties are looking at who we need to contact, that information about who should be included would be gathered. She thinks the counties can come to an agreement about who, when, and how groups should be included in the public involvement.

Sue Marshall said she wants to be sure that constituents are represented and included in the process.

Commissioner Schrader said that Metro and the counties have striven to do that.

Mary Kyle McCurdy said she is concerned about the background on urban and rural reserves. She said that the public outreach appears to be focused on landowners at the edge of the UGB, but in reality, it concerns cities, ratepayers, taxpayers, and so many more. She is concerned that setting a tone like this in the plan will set a negative tone for the public outreach. She said that the first paragraph sounds like a complaint and that we need to do public outreach with a positive approach.

Ken Ray said that was not the intent and that he will look at wording to make it understood that we are interested in more than just the edge of the UGB. [Action Item]

Greg Manning said he would like to see focused outreach to the business community. He said it seems that there is a tremendous opportunity to reach out to major employers and landowners and bring them to the table to hear about their needs. He said they are major users of transportation infrastructure and will affect land-use decisions. He said he felt that the symposium Metro held at the Oregon Zoo was a successful approach to emulate.

Gil Kelley said that this group is not charged with making recommendations to citizen committees. He said this is not just about the people at the edge of the UGB, but the decisions are momentous for the shape of the region and people far away.

Donna Jordan said she wanted to speak to the term of taking “public comment in a meaningful way.” She is concerned that we do not get into a process where more is heard from one particular area just because they are in tune to the process. She said we need to be mindful of how this information is filtered and brought to the Steering Committee. This process is not just about expanding the UGB, but also about how to build within the UGB.

Sue Marshall said we should look at our ability to charge sub-committees with specific tasks, and we might want to think about that sooner than later to help move this process along.

Deb Nudelman said she wanted to pause to explain how information and suggestions are being collected. She said that Steering Committee members should look to the meeting summary and to the lead on a topic who is taking notes to consider comments and proposed revisions. Deb said she will also summarize information as needed on flipcharts.

John Rakowitz said he supports Greg Manning’s process on involving the business community. He asked how the process works, and if head nodding means that the changes or comments will be incorporated.

Ken Ray said that he is taking notes and will bring back a revised plan to the next meeting. [Action Item]

Chair Brian said that he does not want nodding to imply acquiescence. He said Washington County has been modeling their public involvement after what they think is a successful effort of the last couple of years. He said Washington County has stopped including people on the committee because there are so many people. He said instead, they will keep the committee to a core group

and conduct aggressive public outreach. He said he also agrees with Mary Kyle and sees this as definitely more than just public involvement at the edge of the UGB.

Sue Marshall said that she still thinks it would be valuable to have representatives from all constituents on the committee.

Jim Labbe said he feels it is necessary for the natural resource perspective to be at the table.

Sue Marshall said it would be helpful to know what venue decisions will be made in if it comes down to the Core 4 being the ultimate decision-makers.

Commissioner Schrader said she recognizes the concern about the Core 4 meetings, but that they are open and transparent and anyone is welcome to come. She said it is good to get together to have times when they can have those hard conversations that are frank and open. She said she wanted to assure the group that having those frank conversations is useful. She feels anything she decides will be made in front of this group.

Councilor Harrington said that there are four bodies who are working in a very different way than in the past and who have responsibilities to government entities as well as the Steering Committee. She said the Core 4 is committed to transparency and openness about what the decisions are and how they made those decisions. She said the Core 4 is being as clear as possible about their intentions and what they hope for, but they cannot give a specific level of how that will work today because they have never done it before.

Commissioner Schrader said that one of the key intents of the Core 4 is to build trust.

Deb Nudelman said that the Core 4 chose to hire a neutral process facilitator and that it is critical to build trust and credibility. She said she urges the group to speak up and contact the Core 4 or Deb if they feel that the Core 4 has not been open. She said the best way to make decisions is to brainstorm and offer up something to see if you can get something in return – in this way reaching something higher and better than you could reach on your own. Deb asked that the group try to keep thoughts in a space of good, honest brainstorming and not make judgments on what is said while brainstorming.

Jim Labbe said it would help if we could have information from the counties to see who the committees are, who will be on them, and if they are still in flux.

Ken Ray said that the Metro website will have links to the county websites and that those links will be to the specific urban and rural reserves websites. These links will be available as soon as possible.

Alice Norris said she feels this is an important conversation we are having. She said the information on the website is important, but oral reporting of what happens at each of the county meetings will be important. The Steering Committee members are not direct constituents of the Core 4, so she hopes the Core 4 will explain what is happening at each of their constituent levels.

## **VI. DISCUSSION OF APPROACH TO INCORPORATING POPULATION AND EMPLOYMENT FORECASTS**



Commissioner Cogen introduced the topic of population and employment forecasts. He said that the group will need to reach consensus on areas that we have never reached consensus on before. It is not enough to have consensus, but we must also make decisions that are correct. In order to make those informed decisions, we need data of what we project population and employment will be, and what part of that growth can be placed in the UGB and what cannot be. He said we need numbers, but we do not want to start out so entrenched with numbers that you cannot see the forest for the trees. He then read through the *Framing Growth Forecasts* document.

Greg Specht asked what the decision points will be as mentioned in Framework #5, and how many there will be.

Commissioner Cogen said that is referring to the work program overview.

Greg Specht asked if the growth forecasts are going to be refined at each point.

Robin McArthur said the decision points will be refined with increasing specificity. She said they intend to have a peer-reviewed 50-year forecast available this spring and future refinements would correspond with phases of the work program.

Greg Specht said that if the initial forecast is going to be out in April or May, then we need to talk about this.

Robin McArthur said we need to start out with a range forecast for the Portland metro area. As the process continues and more information is available, we will need to move from the metro wide total to allocations by county to guide establishment of urban and rural reserves.

Greg Specht asked who will choose the peer reviewers.

Robin McArthur said that Metro is looking for recommendations for peer reviewers. [Action Item]

Greg Specht asked when the last forecast was done and if that information is still valid.

Dick Benner said there was a forecast done in 2002 that was in the base report for expanding the UGB in 2002 and 2005. He said there is also a forecast with the regional transportation plan that forecasts out to 2035.

Greg Specht asked that the most recent forecast be put on the website.

Gil Kelley asked how this fits with the New Look process. He said it seems that some of the work is being done here, but in the beginning there has to be some analysis about how much is going in, and how much is going out. His understanding is that the incoming is part of New Look, and the outgoing is the Steering Committee process. He said we have to be really clear about how that process is going to work.

Councilor Harrington added that Core 4 technical staff is working hard to create an outline to show how the process comes together. She said the topics schedule will provide additional clarity along the way. [Action Item]

Gil Kelley said that Metro will be circulating its urban growth report in the summer of 2009. He asked if there is a point in trying to nail down allocations in advance of that report.

Commissioner Cogen said that is what we are trying to balance; the need for information with the need not to wait a year for that process.

Mary Kyle McCurdy said it is important for the group to have some presentations early on to show what is going on inside the UGB. She said it is important to understand what the Great Communities is focused on. She said if the group is supposed to be choosing reserves complementary to Great Communities, then the group should hear from the counties and Metro about what is going on inside the UGB that is important to them.

Councilor Harrington said she appreciates the concern but is worried that presentations will take a lot of time from the meetings.

Rob Drake suggested that to be respectful of time, background papers should be provided and we should rely on the fact that people will read the information. He said he is worried that rehashing what we have done in past to get us to the point we are at now will take too much time.

Mary Kyle McCurdy said she is not suggesting a presentation rehashing what has gone on for the last few years, but to hear how Metro is planning on implementing the Great Communities study.

Councilor Harrington said she feels compelled to clarify that this process is not about what Metro is doing to implement Great Communities, but how Metro will work with community partners through a collaborative work process to develop reserves recommendations.

Craig Brown said his purpose is to see how much and where the land will be designated and would like to see this discussion focused on how much property is needed in 40 to 50 years.

Jim Labbe said we have a lot of good information on natural features. He said it would be useful for that information to be made available to the committee. He said it is not clear how the factors will be applied to natural features, and that there needs to be a technical process to take inventory and determine the best candidates for rural reserves or what should be left out of urban reserves. He feels that information is lacking in the rulemaking process. He said there is urgency around this because he does not want to get to a point of having to make decisions without information.

Greg Manning raised the concern that if Metro is doing initial forecasting for population and employment numbers then those might be colored from previous processes. He said there seem to be some discrepancies between count and expectations.

Tom Hughes said that numbers have the problem that they pretend to have validity that they do not really have. He said that numbers are driven by policy. If we use the numbers from one policy, then the next policy will look just like the old policy. He said he would like to change the numbers as we

change the policy, and that it would be good to have policy options that show what different numbers would do to the policy.

Donna Jordan said that she is concerned about a broad population or economic forecast. She asked if the panel would be looking at demographics and what other numbers they are looking at. She said that it is important what numbers the expert panel will get for review.

Charlotte Lehan is concerned about who is on the panel. She said she is not concerned that policy drives numbers, but that numbers drive the policy. She said that we need input from both experts and stakeholders, but that it is critical to be clear who are experts and who are stakeholders. She said she is concerned that the list does not include anyone from agriculture.

Commissioner Cogen asked what list she was referring to.

Robin McArthur clarified that the expert review panel has not been established, so there is no list.

Charlotte Lehan said the point is that agriculture needs to be represented on the panel.

Robin McArthur said they have not included someone from agriculture on the expert panel because there is not a list yet for the expert review panel. She noted the interest in the expert review panel and said that the Steering Committee and interested party list will be invited to the peer-review meeting. [Action Item]

Jim Johnson said that population numbers should not be equated to the number of acres. He said that the group needs to look at what is going on inside the UGB, how we can incorporate population into current communities, and what makes great communities, and not just “X” amount of acres for urban growth.

Jeff Boechler asked if there was consideration for factors that could limit growth, such as water and climate change. He asked how we account for the fact that we will run into barriers and when to say we will achieve our capacity to support additional growth.

Bob Rindy said that it looks like we are doing two forecasts at once. The 20-year forecast will be adopted at different time than the 40-50 year forecast. He asked if these are two different processes or if the forecasts are being done together.

Robin McArthur said the group needs to be aware of the 20-year forecast, but this group will be looking at the 50-year forecast for reserves, so there will need to be two sets of numbers.

Bob Rindy asked if they are separate review processes.

Robin McArthur said that they are related but we have not yet decided who is on the peer review panel for the 50-year process.

Sue Marshall said she wanted to follow up on stakeholder meetings and public involvement. She said if Metro or the Core 4 in particular are pulling groups together, she wants to know how they are forming these groups.

Deb Nudelman asked that the group allow the Core 4 to take under advisement how best to inform the Steering Committee on opportunities for stakeholder groups to participate. [Action Item]

Sue Marshall said there are also constituency groups at multiple levels.

Councilor Harrington thanked the group for the clarifying questions. She said that as a public official, her calendar is public record, but that she will not give up her right to meet with other groups. She said it is perfectly reasonable to request information on what is going on, but she cannot give an update to every meeting the elected officials have.

**VII. REVIEW OF POTENTIAL RESERVES STUDY AREAS**

Deb Nudelman respectfully requested to table this discussion until the next meeting due to time.

**VIII. REVIEW OF DRAFT WORK PROGRAM AND TOPIC SCHEDULE**

Deb Nudelman provided a brief overview of the Reserves Work Program.

**IX. SUMMARY**

Deb Nudelman requested adding an extra hour to the April 9 meeting. After brief discussion, it was agreed to extend the April 9 Steering Committee meeting until 12:00 noon. Due to the time, she requested that we adopt the January 28 meeting summary at the April meeting and requested that Steering Committee members submit comments on the January and March meeting summaries in advance of and at the April meeting.

There being no further business, Deb Nudelman adjourned the meeting at 11:59 am.

Respectfully submitted by Kearns & West.

**ATTACHMENTS TO THE PUBLIC RECORD FOR MARCH 14, 2008**

*The following have been included as part of the official public record:*

<b>AGENDA ITEM</b>	<b>DOC TYPE</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
<b>1.</b>	Contact List	3/12/08	Reserves Steering Committee Members Contact List	031408rsc-01
<b>8.</b>	Flowchart	3/13/08	Coordinated Reserves Work Program Overview	031408rsc-02

## MEMORANDUM

April 2, 2008

To: Members and alternates of the Reserves Steering Committee

From: Ken Ray, senior public affairs coordinator, Metro

Re: Updates to coordinated public involvement plan

Thank you for your comments and suggestions on improvements to the coordinated public involvement plan that you shared with me and county staff at your March 14 meeting.

I have attached to this memo a redlined version of the coordinated public involvement plan that illustrates the changes that were made by staff from Metro and the counties subsequent to the last Reserves Steering Committee meeting. I have also attached a clean final version of the plan.

The most notable changes are:

- On page 1, a new first paragraph has been added under “Background Information on Urban and Rural Reserves” to start off with more positive messages about reserves and growth management.
- On pages 5 and 7, in descriptions of Phases Two and Three, respectively, one sentence was added to each to help emphasize that part of the outreach and analysis will include discussions about how growth can be accommodated in existing communities, so this is not just focused on communities at or near the edge of the urban growth boundary. This is in response to concerns raised by several members of the committee.

It was suggested by a few committee members that the plan spell out who or which entities will serve on the counties’ coordinating committees. Since each county is taking a different approach with the composition and direction of its coordinating committee, and some of those committees are still in the formative stage, we did not include this suggestion in the coordinated plan. Each county may articulate this as needed in its own public outreach plan.

It was also suggested that this plan include language describing outreach activities to various stakeholders in the business community. While it is the intent of Metro and the counties to engage directly with various sectors of the business community, along with other stakeholders, at different phases of this project, the focus of this coordinated public involvement plan is on the grassroots/citizen-level outreach (community planning organizations, neighborhood associations, and others). We look forward to working with members of the Reserves Steering Committee, and the constituencies they represent, to engage in outreach to other stakeholder audiences throughout this endeavor.

No further time has been allotted to discuss this updated public involvement plan at the April 9 Reserves Steering Committee meeting. If any of you have questions or concerns about the content of the plan, I will be more than happy to talk with you personally at the meeting, or you may reach me by phone at 503-797-1508 or by e-mail at [rayk@metro.dst.or.us](mailto:rayk@metro.dst.or.us). Thank you again for your comments and suggestions on this plan.

## **Coordinated Public Involvement Plan Urban and Rural Reserves March 2008**

This public involvement plan is the product of a coordinated effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties to incorporate citizen involvement into the study and designation of urban and rural reserves. Metro and the counties are implementing a reserves study and designation process that involves the clear communication of information and timely opportunities for meaningful involvement by local and state governments, interested organizations, and members of the public.

This plan is designed to illustrate the types of public involvement activities, messages and communications methods that will be utilized at different phases of this effort. It does not provide an exhaustive list of meetings and activities that will be scheduled, target audiences that will be engaged, or messages that will be employed. Staff from Metro and Clackamas, Multnomah and Washington counties will be working closely throughout this effort to coordinate public involvement activities and will keep the Reserves Steering Committee, the Metro Council, the boards of commissioners of the three counties, the respective Metro and county citizen involvement committees, and other policy advisory committees informed of and engaged with the implementation of various citizen involvement activities throughout the different phases of the urban and rural reserves effort.

This plan incorporates the requirements of Oregon law and administrative rules governing citizen involvement in land use planning decisions. ~~This plan will undergo review by the Reserves Steering Committee.~~ This draft plan reflects comments and feedback received from the Metro Council, Core 4 members, the respective citizen involvement committees of Metro and the three counties, and other county-level advisory committees, as well as the Reserves Steering Committee. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) has also reviewed this plan, as required by administrative rule.

### **Background Information on Urban and Rural Reserves**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

The longstanding system for managing the ~~metro~~-region's ~~urban growth boundary (UGB)~~ has produced less than desirable, and often impractical, urban development patterns. This system has also failed to provide long-term protection for the region's most productive agricultural lands or for important natural landscape features, and it leaves out any consideration of the types of

communities the region seeks to create when the UGB is expanded. This approach, which requires Metro to start from scratch every five years, has led to conflict, uncertainty, and frustration for local governments, farmers, businesses, and landowners.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves—~~areas outside the UGB that, based on a number of factors, may be better suited to accommodate population and job growth over 40 to 50 years—~~ as well as rural reserves, ~~which are areas outside the UGB needed to protect valuable farm and forestland for a similar period. The establishment of urban and rural reserves is intended to provide greater predictability for local governments and landowners for where future growth may be accommodated and where it will not be accommodated. The process of studying and designating urban and rural reserves is also designed to provide greater flexibility in considering multiple factors for determining which areas are suitable for future urbanization and which areas should be set aside to enhance the agricultural economy and protect natural areas.~~

### **Urban and Rural Reserves Study and Designation Process**

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas. The Reserves Steering Committee is co-led by one Metro Councilor and one commissioner from each of the three counties (the “Core 4”). All decisions by the Reserves Steering Committee with regard to the establishment of study areas and recommendations of reserve designations must be made by a unanimous vote of the Core 4. The Core 4 members are:

- Metro Councilor Kathryn Harrington
- Clackamas County Commissioner Martha Schrader
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian

The Steering Committee also has seats for representatives from the two largest cities in each county, as well as one seat for each county representing the smaller cities of that county. One representative is designated to represent the neighboring cities outside Metro’s urban growth boundary. In addition, the Steering Committee includes representatives of the business community, the agricultural community, the natural resources community, social and economic equity organizations, and state agencies. A full list of Reserves Steering Committee members is included as “Attachment A” to this coordinated public involvement plan.

The Reserves Steering Committee is scheduled to meet monthly throughout 2008 and will continue to meet into 2009 when it will submit recommendations to the Metro Council and the county commissions on the designations of urban and rural reserves. Urban and rural reserve recommendations will be made through agreements between the Metro Council and the county commission in whose jurisdiction a reserve area is located. Following the signing of the intergovernmental agreements recommending reserve areas in summer 2009, the Metro Council will adopt the designation of urban reserves through amendments to the Regional Framework

Plan, and the county commissions will adopt the designation of rural reserves through amendments to their comprehensive land use plans. The amendments to both the Regional Framework Plan and the county comprehensive land use plans will be submitted to the Oregon Department of Land Conservation and Development for review and acknowledgement in late 2009.

A chart illustrating the process and key milestones for designating urban and rural reserves is included as “Attachment B” to this coordinated public involvement plan. This public involvement plan is organized around four important phases of this work, culminating in intergovernmental agreements between Metro and the counties in summer 2009. Public meetings and outreach efforts are part of every phase of this project.

Following the signing of the intergovernmental agreements, the Metro Council and county commissions will conduct public hearings and other public outreach required by Oregon law and administrative rules prior to the formal designation of the reserve areas in the Regional Framework Plan and county comprehensive land use plans.

## **Principles of Public Involvement**

The following principles will apply to all public involvement activities:

1. As the designation of urban and rural reserves are linked, public outreach and citizen engagement events should be coordinated by Metro and the counties and should discuss both urban and rural reserves.
2. At major public open houses or other events designed for broad participation, both the affected county and Metro staff should coordinate and carry out the activity. It is the goal to involve elected officials from the Metro Council and the boards of county commissioners in as many activities as schedules will permit.
3. The effort of designating urban and rural reserves should be framed in aspirational terms: this is about shaping what this region will look like over the next 40 to 50 years. This will focus on protecting rural and natural areas that we treasure while determining which areas may be better suited to accommodate population and employment growth that will provide for a healthy economy.
4. Each public involvement activity related to the study of potential reserve areas should begin with a brief presentation of the need for a new approach to managing urban growth in this region, the advantages of designating urban and rural reserves, and information on the findings of the Shape of the Region Study and how those findings are applied to this work. These activities, at different phases of this work, will also feature study questions that will assist the Reserves Steering Committee in developing its recommendations.
5. Metro and the counties will seek to solicit public input through electronic means. Any public feedback solicited online or through other media should address the same study questions asked at public forums and other in-person meetings.
6. Public comments received by Metro and by the counties on matters related to urban and rural reserves will be recorded and responses published in a manner that supports the single, coordinated set of findings required by LCDC’s Reserves Rule (OAR 660 Division 27).



7. Attendees at public meetings and forums who submit their names and contact information for the public record will be kept informed through written communications of the progress of the urban and rural reserve study and designation process.
8. Metro and each county may carry out their own processes for informing proposals on urban and rural reserves. Public involvement activities related to these processes are included in this coordinated public involvement plan. Input received through these processes will ultimately come to the Reserves Steering Committee to inform its recommendations on urban and rural reserve designations.

### **Phase One: Informing Recommendations of Reserve Study Areas**

Winter and Spring 2008

Phase One will focus on providing an introduction to the urban and rural reserves process. This will include an explanation of the need for this approach, the process that will be undertaken to develop urban and rural reserves, and the outcomes that the region seeks to achieve. Public involvement events and activities during this phase will also discuss the analytical approach that will be applied in the identification of reserve study areas. These meetings will be the first of several rounds of meetings with community groups and it will be emphasized that staff and elected officials from the counties and Metro will return at different phases of the project to provide updates and seek public input that informs the study and analysis of proposed reserve areas.

#### **Main messages will focus on:**

- The need for a new approach to managing urban growth in this region
- The advantages of designating urban and rural reserves
- A brief overview of the factors that will be considered in evaluating potential urban and rural reserves
- How the process of studying and designating urban and rural reserves will work
- The ultimate outcomes the region seeks to achieve

#### **Primary audiences and events will include:**

- **Citizen organization meetings<sup>1</sup>:** Staff from Metro and the counties will attend regularly scheduled citizen organization meetings in selected areas to provide introductory information on urban and rural reserves and to hear concerns, ideas and other feedback for informing the process of developing urban and rural reserve study areas.
- **Citizen involvement committees:** Staff and elected officials from Metro and the counties will meet with their respective citizen involvement committees to describe plans and goals for soliciting and incorporating citizen involvement into the study and designation of urban and rural reserves. Ideas for enhancing citizen involvement throughout this effort will also be sought.

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<sup>1</sup> For purposes of this coordinated public involvement plan, the term “citizen organization” refers to citizen participation organizations (Washington County); community planning organizations, hamlets and villages (Clackamas County), and recognized neighborhood associations (in all three counties).

- **County Coordination and Policy Advisory Committees:** The counties will staff and facilitate their respective advisory committees to develop recommendations specific to the county. In addition, Metro staff and elected officials will brief the Metro Policy Advisory Committee (MPAC) on the details of this citizen involvement plan and on the work of the Reserves Steering Committee.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The Shape of the Region study and how it informs the reserves study and designation process
  - The timeline for studying and designating urban and rural reserves
  - What the region hopes to achieve through this process
- A brochure that briefly describes the urban and rural reserves program and timeline
- A description of the county’s public involvement process (if applicable)
- Summaries of the three components of the Shape of the Region Study
- A description of Reserves Steering Committee: who its members are and how it operates
- A timeline of events and decision points (Reserves Milestones Chart)
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas

Maps that are utilized during this phase will illustrate the broader region outside of the Metro UGB that is being considered for study for potential reserve areas, both urban and rural. These maps will not identify areas as likely to be included in either rural or urban reserves. During this phase Metro and the counties will be gathering initial input from the public on issues and concerns regarding which areas should be studied for further analysis. There are no preconceptions as to which areas will be studied as potential urban reserves or rural reserves.

At the conclusion of Phase One, public comment will have informed the staff of Metro and the counties in the development of their preliminary recommendations to the Reserves Steering Committee on identifying reserve study areas for further analysis.

**Phase Two: Developing Reserve Study Areas**

Summer 2008

Phase Two will focus on the selection of reserve study areas for further analysis. As we continue to share information with the public on the importance of urban and rural reserves and describe the analytical approach being taken to evaluate potential reserve areas, we will outline proposed study areas on maps for review and comment by the public. These outreach activities will also include discussions on how growth may be accommodated in communities inside the existing UGB. In addition to the main messages provided in Phase One, this phase of the program will focus on addressing at least two primary questions:

1. Are these the areas that the Reserves Steering Committee should study and analyze further?
2. What additional information should be considered in defining these study areas?

Information received through various citizen involvement activities during this phase will inform the decisions of the Reserves Steering Committee to formally establish reserve study areas for further analysis.

**Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to describe the purpose of urban and rural reserves and illustrate potential study areas. These open houses will solicit public input on the scope of the reserve study areas and related considerations. Consistent messages and questionnaires will be used at all open houses.
- **Citizen organization meetings:** Staff and/or elected officials from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees in each of the three counties to describe the recommended study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including but not limited to county planning commissions, agricultural organizations, local business groups, other interest groups and affected public agencies.

**Communication materials utilized during this phase will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The Shape of the Region study and how it informs the reserves study and designation process
  - The timeline for studying and designating urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of potential study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- A description of Reserves Steering Committee: who its members are and how it operates
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves

- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of recommended study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Two, the Reserves Steering Committee will endorse study areas for further analysis.

### **Phase Three: Analyzing Reserve Study Areas**

Fall 2008 and Winter and Spring 2009

Phase Three, which follows the establishment of the reserve study areas by the Reserves Steering Committee in summer 2008, will be the longest and employ the most intensive analytical rigor leading to the development of preliminary recommendations for reserve designations. The analyses will apply the findings of the various elements of the Shape of the Region study and the factors to consider in the designation of urban and rural reserves as described in Oregon law and administrative rule. The analyses will ~~also~~ incorporate information related to transportation and infrastructure needs, population and employment trends, and other inputs.

Public involvement events and activities during this phase will focus on educating the public about the application of these data and factors to the reserve study areas and will solicit citizen feedback on how the Metro Council and the boards of county commissions should weigh various factors in the designation of urban and rural reserves. Included in public outreach activities during this phase will be discussions about how additional growth can be accommodated in communities already inside the UGB. In addition to the main messages emphasized in the first two phases of this project, public involvement activities during this phase will seek input on the analysis provided by staff from Metro and the counties as well as the relative weight that should be given to different factors in the ultimate designation of urban and rural reserves.

#### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to illustrate the study areas and describe the factors and findings being applied in the analyses of these study areas. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on the application of the factors and additional issues and concerns to consider. Consistent messages and questionnaires will be used at all open houses.
- **County planning commissions<sup>2</sup>:** Staff from Metro and the counties will present information to county planning commissions describing the approach to designating

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<sup>2</sup> As the counties will designate rural reserves through amendments to their comprehensive land use plans in 2009, and as staff resources are limited, the focus here is on county planning commissions. However, Metro and county staff will provide information to city planning staffs for their use to inform city decision makers and citizen organizations.

urban and rural reserves, highlighting the reserves study areas, explaining the factors and analytical methodology being applied to the reserve study areas, and the effects that designating urban and rural reserves will have on growth management decisions at the local and regional level. Staff will seek input from planning commissions on the application of the factors.

- **Citizen organization meetings:** Staff from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees of the three counties to describe the recommended study areas and solicit feedback on the scope of the study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including those listed for Phase Two and others that are identified during the analytical work.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing study areas up to this point
  - How public input received up to this point has informed the establishment of the study areas
  - The Shape of the Region study and how it informs the reserves study and designation process
  - What comes next in the process of studying urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Three, the Core 4 members of the Reserves Steering Committee will, by unanimous vote, formally recommend the designations of specific urban and rural reserves to the Metro Council and boards of county commissioners for their adoption through intergovernmental agreements.

### **Phase Four: Recommending Reserve Designations**

Spring and Summer 2009

Phase Four will seek public input on the preliminary urban and rural reserve designations recommended by the Reserves Steering Committee for adoption by the Metro Council and the boards of commissioners of Clackamas, Multnomah and Washington counties. Staff and elected officials from Metro and the three counties will continue to meet with the audiences and organizations that have been engaged in the study and designation of the urban and rural reserves with the aim of illustrating how citizen input has contributed to the formation of the recommended reserve designations and seeking additional public comment to inform the decisions of the Metro Council and county commissions to designate reserve areas through intergovernmental agreements.

The questions to be addressed during this phase will focus on whether the Metro Council and the boards of county commissioners should adopt the recommendations of the Reserves Steering Committee and, if amendments to the proposed reserve designations are desired, how those proposed reserve designations should be amended and why.

#### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses (at least two per county) during this period to illustrate the recommended reserve designations. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on factors for the Metro Council and the county commissions to consider when determining urban and rural reserve designations.
- **Public hearings:** In addition to public open houses, public hearings will be held by the Metro Council and the boards of county commissioners to receive public comment on the recommendations for reserve designations made by the Reserves Steering Committee and to provide feedback on the draft intergovernmental agreements to be negotiated between the Metro Council and the boards of county commissioners.
- **County planning commissions:** Staff from Metro and the counties will present information to county planning commissions describing the recommended reserve designations and the factors and other considerations that contributed to those recommendations. Staff will also discuss the steps following the adoption of intergovernmental agreements designating the reserve areas, including the amendments to comprehensive plans and the Regional Framework Plan, and the roles and responsibilities of planning commissions relating to the zoning and planning of reserve areas.
- **Citizen organization meetings:** Staff from Metro and the counties will attend selected citizen organization meetings to illustrate the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior

to adoption of the intergovernmental agreements. The focus of this outreach effort will be on those citizen organizations serving areas in or nearest to the recommended areas for reserve designations.

- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees from each of the three counties to describe the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing recommended reserve designations up to this point
  - What was learned in applying the technical analyses and public input to the study areas, and how they inform the recommended reserve designations
  - The next steps to be undertaken by the Metro Council and the county commissions
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Maps of recommended reserve designations
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses and public hearings.

At the conclusion of Phase Four, after receiving public comment through a variety of activities and events, the Metro Council and the boards of county commissioners will adopt intergovernmental agreements recommending the designations of urban and rural reserves. The formal designations of the reserve areas will take place in Phase Five, when the Metro Council will amend the Regional Framework Plan to designate urban reserves and the counties will amend their comprehensive plans to designate rural reserves. The amendments to these plans will be subject to review and acknowledgement by LCDC.

**Phase Five: Formal Designations of Urban and Rural Reserves**  
Summer and Fall 2009

Phase Five will deal with the amendment of the Regional Framework Plan to designate urban reserves and the amendments to the comprehensive land use plans of Clackamas, Multnomah and Washington counties to designate rural reserves. Specific public involvement activities related to these amendments will be planned in 2009 prior to the adoption of the intergovernmental agreements described in Phase Four of this coordinated public involvement plan. These activities will be conducted in accordance with requirements for public involvement established in Oregon law, Goal 1 of Oregon’s Statewide Planning Goals and Objectives, and other applicable administrative rules.



**Attachment A**

**Reserves Steering Committee Members**

as of March 6<sup>14</sup>, 2008

**Core 4**

<b>Metro Council</b>	<b>Kathryn Harrington</b>
<b>Clackamas County</b>	<b>Martha Schrader</b>
<b>Multnomah County</b>	<b>Jeff Cogen</b>
<b>Washington County</b>	<b>Tom Brian</b>

<b><u>Cities</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
Portland	Gil Kelley	Bob Clay
Beaverton	Rob Drake	
Gresham	Shane Bemis	
Hillsboro	Tom Hughes	Aron Carleson
Lake Oswego	Judie Hammerstad	Donna Jordan
Oregon City	Alice Norris	Doug Neeley
Other cities – Clackamas County	Charlotte Lehan, Wilsonville mayor	Norm King, West Linn mayor
Other cities – Multnomah County	David Fuller, Wood Village mayor	Julie Odell, Wood Village
Other cities – Washington County	Chris Barhyte, Tualatin city councilor	Richard Kidd, Forest Grove mayor
Neighbor cities	Bob Austin, Estacada mayor	Kathy Figley, Woodburn mayor

<b><u>Non-governmental stakeholders</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Business</b>	Greg Manning	
<b>Construction/Real Estate</b>	Greg Specht	Bob LeFeber
<b>Urban Development</b>	Craig Brown	Drake Butsch
<b>Agriculture</b>	Jeff Stone	Shawn Cleave
<b>Natural Resources</b>	Mike Houck	Jim Labbe
<b>Land Use</b>	Mary Kyle McCurdy	
<b>Social/Economic Equity</b>	Sue Marshall	Ron Carley

<b><u>State Agencies – serving in coordination roles</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
Department of Land Conservation and Development	Richard Whitman	Bob Rindy
Department of Transportation	Lainie Smith	<u>Lidwien Rahman</u>
Department of Forestry	David Morman	Doug Decker
Economic and Community Development Department	Karen Goddin	<u>John Rakowitz</u>
Water Resources Department	Bill Ferber	
Department of State Lands	<u>Kirk Jarvie</u> <del>Peter Ryan</del>	<u>Peter Ryan</u> <del>Kevin Moynahan</del>
Department of Environmental Quality	Keith Johnson	
Department of Agriculture	Katy Coba	Jim Johnson
Department of Fish and Wildlife	Jeff Boechler	Susan Barnes

**Coordinated Public Involvement Plan  
Urban and Rural Reserves  
March 2008**

This public involvement plan is the product of a coordinated effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties to incorporate citizen involvement into the study and designation of urban and rural reserves. Metro and the counties are implementing a reserves study and designation process that involves the clear communication of information and timely opportunities for meaningful involvement by local and state governments, interested organizations, and members of the public.

This plan is designed to illustrate the types of public involvement activities, messages and communications methods that will be utilized at different phases of this effort. It does not provide an exhaustive list of meetings and activities that will be scheduled, target audiences that will be engaged, or messages that will be employed. Staff from Metro and Clackamas, Multnomah and Washington counties will be working closely throughout this effort to coordinate public involvement activities and will keep the Reserves Steering Committee, the Metro Council, the boards of commissioners of the three counties, the respective Metro and county citizen involvement committees, and other policy advisory committees informed of and engaged with the implementation of various citizen involvement activities throughout the different phases of the urban and rural reserves effort.

This plan incorporates the requirements of Oregon law and administrative rules governing citizen involvement in land use planning decisions. This plan reflects comments and feedback received from the Metro Council, Core 4 members, the respective citizen involvement committees of Metro and the three counties, and other county-level advisory committees, as well as the Reserves Steering Committee. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) has also reviewed this plan as required by administrative rule.

**Background Information on Urban and Rural Reserves**

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

The longstanding system for managing the region's UGB has produced less than desirable, and often impractical, urban development patterns. This system has also failed to provide long-term protection for the region's most productive agricultural lands or for important natural landscape features, and it leaves out any consideration of the types of communities the region seeks to create when the UGB is expanded. This approach, which requires Metro to start from scratch

every five years, has led to conflict, uncertainty, and frustration for local governments, farmers, businesses, and landowners.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves as well as rural reserves.

### **Urban and Rural Reserves Study and Designation Process**

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas. The Reserves Steering Committee is co-led by one Metro Councilor and one commissioner from each of the three counties (the “Core 4”). All decisions by the Reserves Steering Committee with regard to the establishment of study areas and recommendations of reserve designations must be made by a unanimous vote of the Core 4. The Core 4 members are:

- Metro Councilor Kathryn Harrington
- Clackamas County Commissioner Martha Schrader
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian

The Steering Committee also has seats for representatives from the two largest cities in each county, as well as one seat for each county representing the smaller cities of that county. One representative is designated to represent the neighboring cities outside Metro’s urban growth boundary. In addition, the Steering Committee includes representatives of the business community, the agricultural community, the natural resources community, social and economic equity organizations, and state agencies. A full list of Reserves Steering Committee members is included as “Attachment A” to this coordinated public involvement plan.

The Reserves Steering Committee is scheduled to meet monthly throughout 2008 and will continue to meet into 2009 when it will submit recommendations to the Metro Council and the county commissions on the designations of urban and rural reserves. Urban and rural reserve recommendations will be made through agreements between the Metro Council and the county commission in whose jurisdiction a reserve area is located. Following the signing of the intergovernmental agreements recommending reserve areas in summer 2009, the Metro Council will adopt the designation of urban reserves through amendments to the Regional Framework Plan, and the county commissions will adopt the designation of rural reserves through amendments to their comprehensive land use plans. The amendments to both the Regional Framework Plan and the county comprehensive land use plans will be submitted to the Oregon Department of Land Conservation and Development for review and acknowledgement in late 2009.

A chart illustrating the process and key milestones for designating urban and rural reserves is included as “Attachment B” to this coordinated public involvement plan. This public involvement plan is primarily organized around four important phases of this work, culminating

in intergovernmental agreements between Metro and the counties in summer 2009. Public meetings and outreach efforts are part of every phase of this project.

Following the signing of the intergovernmental agreements, the Metro Council and county commissions will conduct public hearings and other public outreach required by Oregon law and administrative rules prior to the formal designation of the reserve areas in the Regional Framework Plan and county comprehensive land use plans.

## **Principles of Public Involvement**

The following principles will apply to all public involvement activities:

1. As the designation of urban and rural reserves are linked, public outreach and citizen engagement events should be coordinated by Metro and the counties and should discuss both urban and rural reserves.
2. At major public open houses or other events designed for broad participation, both the affected county and Metro staff should coordinate and carry out the activity. It is the goal to involve elected officials from the Metro Council and the boards of county commissioners in as many activities as schedules will permit.
3. The effort of designating urban and rural reserves should be framed in aspirational terms: this is about shaping what this region will look like over the next 40 to 50 years. This will focus on protecting rural and natural areas that we treasure while determining which areas may be better suited to accommodate population and employment growth that will provide for a healthy economy.
4. Each public involvement activity related to the study of potential reserve areas should begin with a brief presentation of the need for a new approach to managing urban growth in this region, the advantages of designating urban and rural reserves, and information on the findings of the Shape of the Region Study and how those findings are applied to this work. These activities, at different phases of this work, will also feature study questions that will assist the Reserves Steering Committee in developing its recommendations.
5. Metro and the counties will seek to solicit public input through electronic means. Any public feedback solicited online or through other media should address the same study questions asked at public forums and other in-person meetings.
6. Public comments received by Metro and by the counties on matters related to urban and rural reserves will be recorded and responses published in a manner that supports the single, coordinated set of findings required by LCDC's Reserves Rule (OAR 660 Division 27).
7. Attendees at public meetings and forums who submit their names and contact information for the public record will be kept informed through written communications of the progress of the urban and rural reserve study and designation process.
8. Metro and each county may carry out their own processes for informing proposals on urban and rural reserves. Public involvement activities related to these processes are included in this coordinated public involvement plan. Input received through these processes will ultimately come to the Reserves Steering Committee to inform its recommendations on urban and rural reserve designations.

## **Phase One: Informing Recommendations of Reserve Study Areas**

Winter and Spring 2008

Phase One will focus on providing an introduction to the urban and rural reserves process. This will include an explanation of the need for this approach, the process that will be undertaken to develop urban and rural reserves, and the outcomes that the region seeks to achieve. Public involvement events and activities during this phase will also discuss the analytical approach that will be applied in the identification of reserve study areas. These meetings will be the first of several rounds of meetings with community groups and it will be emphasized that staff and elected officials from the counties and Metro will return at different phases of the project to provide updates and seek public input that informs the study and analysis of proposed reserve areas.

### **Main messages will focus on:**

- The need for a new approach to managing urban growth in this region
- The advantages of designating urban and rural reserves
- A brief overview of the factors that will be considered in evaluating potential urban and rural reserves
- How the process of studying and designating urban and rural reserves will work
- The ultimate outcomes the region seeks to achieve

### **Primary audiences and events will include:**

- **Citizen organization meetings<sup>1</sup>:** Staff from Metro and the counties will attend regularly scheduled citizen organization meetings in selected areas to provide introductory information on urban and rural reserves and to hear concerns, ideas and other feedback for informing the process of developing urban and rural reserve study areas.
- **Citizen involvement committees:** Staff and elected officials from Metro and the counties will meet with their respective citizen involvement committees to describe plans and goals for soliciting and incorporating citizen involvement into the study and designation of urban and rural reserves. Ideas for enhancing citizen involvement throughout this effort will also be sought.
- **County Coordination and Policy Advisory Committees:** The counties will staff and facilitate their respective advisory committees to develop recommendations specific to the county. In addition, Metro staff and elected officials will brief the Metro Policy Advisory Committee (MPAC) on the details of this citizen involvement plan and on the work of the Reserves Steering Committee.

### **Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed

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<sup>1</sup> For purposes of this coordinated public involvement plan, the term “citizen organization” refers to citizen participation organizations (Washington County); community planning organizations, hamlets and villages (Clackamas County), and recognized neighborhood associations (in all three counties).

- The Shape of the Region study and how it informs the reserves study and designation process
- The timeline for studying and designating urban and rural reserves
- What the region hopes to achieve through this process
- A brochure that briefly describes the urban and rural reserves program and timeline
- A description of the county's public involvement process (if applicable)
- Summaries of the three components of the Shape of the Region Study
- A description of Reserves Steering Committee: who its members are and how it operates
- A timeline of events and decision points (Reserves Milestones Chart)
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas

Maps that are utilized during this phase will illustrate the broader region outside of the Metro UGB that is being considered for study for potential reserve areas, both urban and rural. These maps will not identify areas as likely to be included in either rural or urban reserves. During this phase Metro and the counties will be gathering initial input from the public on issues and concerns regarding which areas should be studied for further analysis. There are no preconceptions as to which areas will be studied as potential urban reserves or rural reserves.

At the conclusion of Phase One, public comment will have informed the staff of Metro and the counties in the development of their preliminary recommendations to the Reserves Steering Committee on identifying reserve study areas for further analysis.

### **Phase Two: Developing Reserve Study Areas**

Summer 2008

Phase Two will focus on the selection of reserve study areas for further analysis. As we continue to share information with the public on the importance of urban and rural reserves and describe the analytical approach being taken to evaluate potential reserve areas, we will outline proposed study areas on maps for review and comment by the public. These outreach activities will also include discussions on how growth may be accommodated in communities inside the existing UGB. In addition to the main messages provided in Phase One, this phase of the program will focus on addressing at least two primary questions:

1. Are these the areas that the Reserves Steering Committee should study and analyze further?
2. What additional information should be considered in defining these study areas?

Information received through various citizen involvement activities during this phase will inform the decisions of the Reserves Steering Committee to formally establish reserve study areas for further analysis.

**Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to describe the purpose of urban and rural reserves and illustrate potential study areas. These open houses will solicit public input on the scope of the reserve study areas and related considerations. Consistent messages and questionnaires will be used at all open houses.
- **Citizen organization meetings:** Staff and/or elected officials from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees in each of the three counties to describe the recommended study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including but not limited to county planning commissions, agricultural organizations, local business groups, other interest groups and affected public agencies.

**Communication materials utilized during this phase will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The Shape of the Region study and how it informs the reserves study and designation process
  - The timeline for studying and designating urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of potential study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- A description of Reserves Steering Committee: who its members are and how it operates
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of recommended study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Two, the Reserves Steering Committee will endorse study areas for further analysis.

### **Phase Three: Analyzing Reserve Study Areas**

Fall 2008 and Winter and Spring 2009

Phase Three, which follows the establishment of the reserve study areas by the Reserves Steering Committee in summer 2008, will be the longest and employ the most intensive analytical rigor leading to the development of preliminary recommendations for reserve designations. The analyses will apply the findings of the various elements of the Shape of the Region study and the factors to consider in the designation of urban and rural reserves as described in Oregon law and administrative rule. The analyses will incorporate information related to transportation and infrastructure needs, population and employment trends, and other inputs.

Public involvement events and activities during this phase will focus on educating the public about the application of these data and factors to the reserve study areas and will solicit citizen feedback on how the Metro Council and the boards of county commissions should weigh various factors in the designation of urban and rural reserves. Included in public outreach activities during this phase will be discussions about how additional growth can be accommodated in communities already inside the UGB. In addition to the main messages emphasized in the first two phases of this project, public involvement activities during this phase will seek input on the analysis provided by staff from Metro and the counties as well as the relative weight that should be given to different factors in the ultimate designation of urban and rural reserves.

#### **Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to illustrate the study areas and describe the factors and findings being applied in the analyses of these study areas. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on the application of the factors and additional issues and concerns to consider. Consistent messages and questionnaires will be used at all open houses.
- **County planning commissions<sup>2</sup>:** Staff from Metro and the counties will present information to county planning commissions describing the approach to designating urban and rural reserves, highlighting the reserves study areas, explaining the factors and analytical methodology being applied to the reserve study areas, and the effects that designating urban and rural reserves will have on growth management decisions at the local and regional level. Staff will seek input from planning commissions on the application of the factors.
- **Citizen organization meetings:** Staff from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit

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<sup>2</sup> As the counties will designate rural reserves through amendments to their comprehensive land use plans in 2009, and as staff resources are limited, the focus here is on county planning commissions. However, Metro and county staff will provide information to city planning staffs for their use to inform city decision makers and citizen organizations.



feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.

- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees of the three counties to describe the recommended study areas and solicit feedback on the scope of the study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including those listed for Phase Two and others that are identified during the analytical work.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing study areas up to this point
  - How public input received up to this point has informed the establishment of the study areas
  - The Shape of the Region study and how it informs the reserves study and designation process
  - What comes next in the process of studying urban and rural reserves
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Three, the Core 4 members of the Reserves Steering Committee will, by unanimous vote, formally recommend the designations of specific urban and rural reserves to the Metro Council and boards of county commissioners for their adoption through intergovernmental agreements.

**Phase Four: Recommending Reserve Designations**  
Spring and Summer 2009

Phase Four will seek public input on the preliminary urban and rural reserve designations recommended by the Reserves Steering Committee for adoption by the Metro Council and the boards of commissioners of Clackamas, Multnomah and Washington counties. Staff and elected officials from Metro and the three counties will continue to meet with the audiences and organizations that have been engaged in the study and designation of the urban and rural reserves with the aim of illustrating how citizen input has contributed to the formation of the recommended reserve designations and seeking additional public comment to inform the decisions of the Metro Council and county commissions to designate reserve areas through intergovernmental agreements.

The questions to be addressed during this phase will focus on whether the Metro Council and the boards of county commissioners should adopt the recommendations of the Reserves Steering Committee and, if amendments to the proposed reserve designations are desired, how those proposed reserve designations should be amended and why.

**Primary audiences and events will include:**

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses (at least two per county) during this period to illustrate the recommended reserve designations. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on factors for the Metro Council and the county commissions to consider when determining urban and rural reserve designations.
- **Public hearings:** In addition to public open houses, public hearings will be held by the Metro Council and the boards of county commissioners to receive public comment on the recommendations for reserve designations made by the Reserves Steering Committee and to provide feedback on the draft intergovernmental agreements to be negotiated between the Metro Council and the boards of county commissioners.
- **County planning commissions:** Staff from Metro and the counties will present information to county planning commissions describing the recommended reserve designations and the factors and other considerations that contributed to those recommendations. Staff will also discuss the steps following the adoption of intergovernmental agreements designating the reserve areas, including the amendments to comprehensive plans and the Regional Framework Plan, and the roles and responsibilities of planning commissions relating to the zoning and planning of reserve areas.
- **Citizen organization meetings:** Staff from Metro and the counties will attend selected citizen organization meetings to illustrate the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements. The focus of this outreach effort will be on those citizen organizations serving areas in or nearest to the recommended areas for reserve designations.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees from each of the three counties to describe the recommended reserve designations and solicit public feedback to

present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements.

**Materials will include:**

- A PowerPoint presentation that briefly explains, at a minimum:
  - Why urban and rural reserves are needed
  - The process of establishing recommended reserve designations up to this point
  - What was learned in applying the technical analyses and public input to the study areas, and how they inform the recommended reserve designations
  - The next steps to be undertaken by the Metro Council and the county commissions
  - What the region hopes to achieve through this process
  - The questions to be addressed at this phase of the project
- Maps of recommended reserve designations
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
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- Web sites maintained by Metro ([www.metro-region.org/reserves](http://www.metro-region.org/reserves)) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses and public hearings.

At the conclusion of Phase Four, after receiving public comment through a variety of activities and events, the Metro Council and the boards of county commissioners will adopt intergovernmental agreements recommending the designations of urban and rural reserves. The formal designations of the reserve areas will take place in Phase Five, when the Metro Council will amend the Regional Framework Plan to designate urban reserves and the counties will amend their comprehensive plans to designate rural reserves. The amendments to these plans will be subject to review and acknowledgement by LCDC.

**Phase Five: Formal Designations of Urban and Rural Reserves**

Summer and Fall 2009

Phase Five will deal with the amendment of the Regional Framework Plan to designate urban reserves and the amendments to the comprehensive land use plans of Clackamas, Multnomah and Washington counties to designate rural reserves. Specific public involvement activities related to these amendments will be planned in 2009 prior to the adoption of the intergovernmental agreements described in Phase Four of this coordinated public involvement

plan. These activities will be conducted in accordance with requirements for public involvement established in Oregon law, Goal 1 of Oregon’s Statewide Planning Goals and Objectives, and other applicable administrative rules.

**Attachment A****Reserves Steering Committee Members**

as of March 14, 2008

**Core 4**

<b>Metro Council</b>	<b>Kathryn Harrington</b>
<b>Clackamas County</b>	<b>Martha Schrader</b>
<b>Multnomah County</b>	<b>Jeff Cogen</b>
<b>Washington County</b>	<b>Tom Brian</b>

<b><u>Cities</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Portland</b>	<b>Gil Kelley</b>	<b>Bob Clay</b>
<b>Beaverton</b>	<b>Rob Drake</b>	
<b>Gresham</b>	<b>Shane Bemis</b>	
<b>Hillsboro</b>	<b>Tom Hughes</b>	<b>Aron Carleson</b>
<b>Lake Oswego</b>	<b>Judie Hammerstad</b>	<b>Donna Jordan</b>
<b>Oregon City</b>	<b>Alice Norris</b>	<b>Doug Neeley</b>
<b>Other cities – Clackamas County</b>	<b>Charlotte Lehan, Wilsonville mayor</b>	<b>Norm King, West Linn mayor</b>
<b>Other cities – Multnomah County</b>	<b>David Fuller, Wood Village mayor</b>	<b>Julie Odell, Wood Village</b>
<b>Other cities – Washington County</b>	<b>Chris Barhyte, Tualatin city councilor</b>	<b>Richard Kidd, Forest Grove mayor</b>
<b>Neighbor cities</b>	<b>Bob Austin, Estacada mayor</b>	<b>Kathy Figley, Woodburn mayor</b>

<b><u>Non-governmental stakeholders</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Business</b>	<b>Greg Manning</b>	
<b>Construction/Real Estate</b>	<b>Greg Specht</b>	<b>Bob LeFeber</b>
<b>Urban Development</b>	<b>Craig Brown</b>	<b>Drake Butsch</b>
<b>Agriculture</b>	<b>Jeff Stone</b>	<b>Shawn Cleave</b>
<b>Natural Resources</b>	<b>Mike Houck</b>	<b>Jim Labbe</b>
<b>Land Use</b>	<b>Mary Kyle McCurdy</b>	
<b>Social/Economic Equity</b>	<b>Sue Marshall</b>	<b>Ron Carley</b>

<b><u>State Agencies – serving in coordination roles</u></b>	<b><u>Member</u></b>	<b><u>Alternate</u></b>
<b>Department of Land Conservation and Development</b>	<b>Richard Whitman</b>	<b>Bob Rindy</b>
<b>Department of Transportation</b>	<b>Lainie Smith</b>	<b>Lidwien Rahman</b>
<b>Department of Forestry</b>	<b>David Morman</b>	<b>Doug Decker</b>
<b>Economic and Community Development Department</b>	<b>Karen Goddin</b>	<b>John Rakowitz</b>
<b>Water Resources Department</b>	<b>Bill Ferber</b>	
<b>Department of State Lands</b>	<b>Kirk Jarvie</b>	<b>Peter Ryan</b>
<b>Department of Environmental Quality</b>	<b>Keith Johnson</b>	
<b>Department of Agriculture</b>	<b>Katy Coba</b>	<b>Jim Johnson</b>
<b>Department of Fish and Wildlife</b>	<b>Jeff Boechler</b>	<b>Susan Barnes</b>



# Key Milestones for Designating Urban and Rural Reserves

work in progress

2008

Identifying and analyzing options for urban and rural reserves study areas

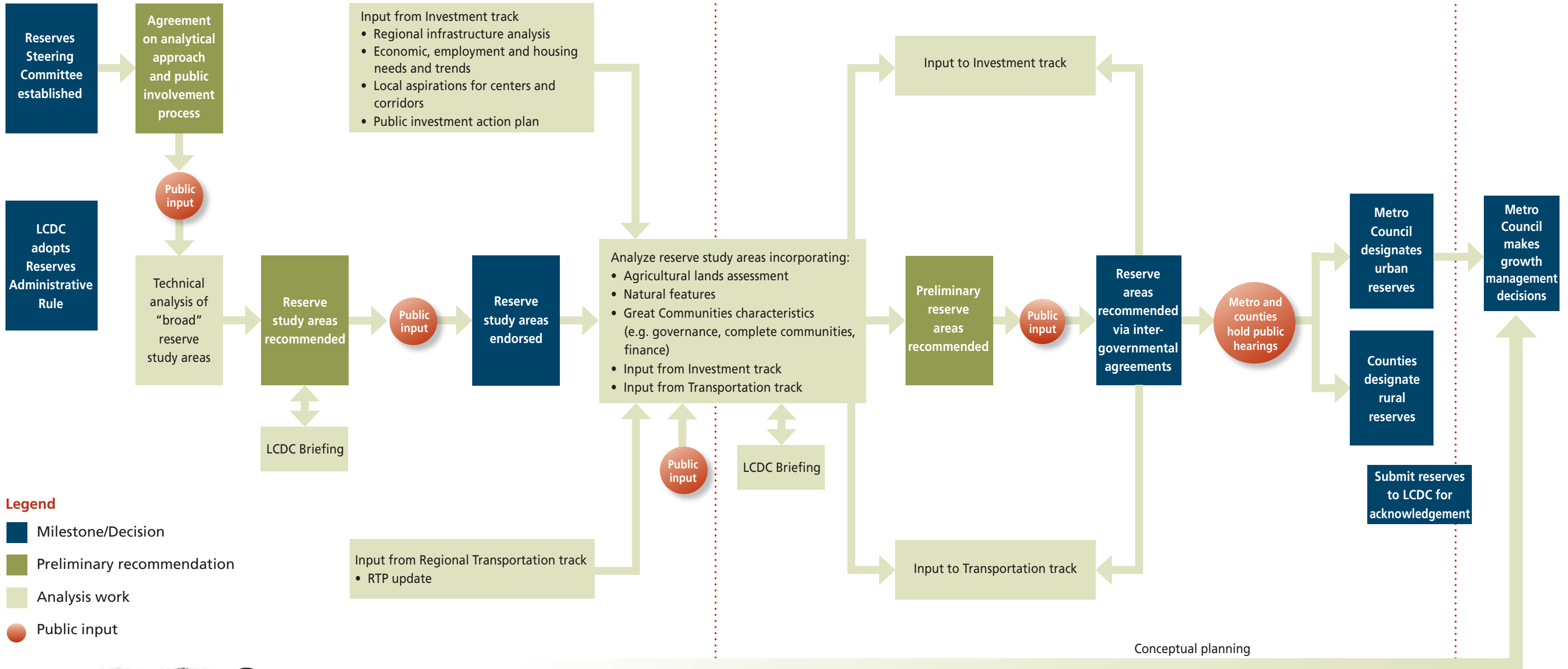
2009

Final analysis and decisions on urban and rural reserves

2010

Future decisions

WINTER SPRING SUMMER FALL WINTER SPRING SUMMER FALL



## Reserves Steering Committee Members Contact List

**REVISED**

### CORE 4

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## **NON-GOVERNMENTAL STAKEHOLDERS**

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## Reserves Steering Committee Members Contact List

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### STATE AGENCIES – SERVING IN COORDINATION ROLES

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---

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#### **Department of Fish and Wildlife:**

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### FACILITATION TEAM:

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## Reserves Steering Committee Members Contact List

### CORE 4 STAFF:

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Doug McClain Clackamas County, 9101 SE Sunnybrook Blvd., Clackamas, OR 97015	503-353-4502 <a href="mailto:dougmc@co.clackamas.or.us">dougmc@co.clackamas.or.us</a>
John Williams Metro, 600 NE Grand Ave., Portland, OR 97232	503-797-1635 <a href="mailto:williamsj@metro.dst.or.us">williamsj@metro.dst.or.us</a>

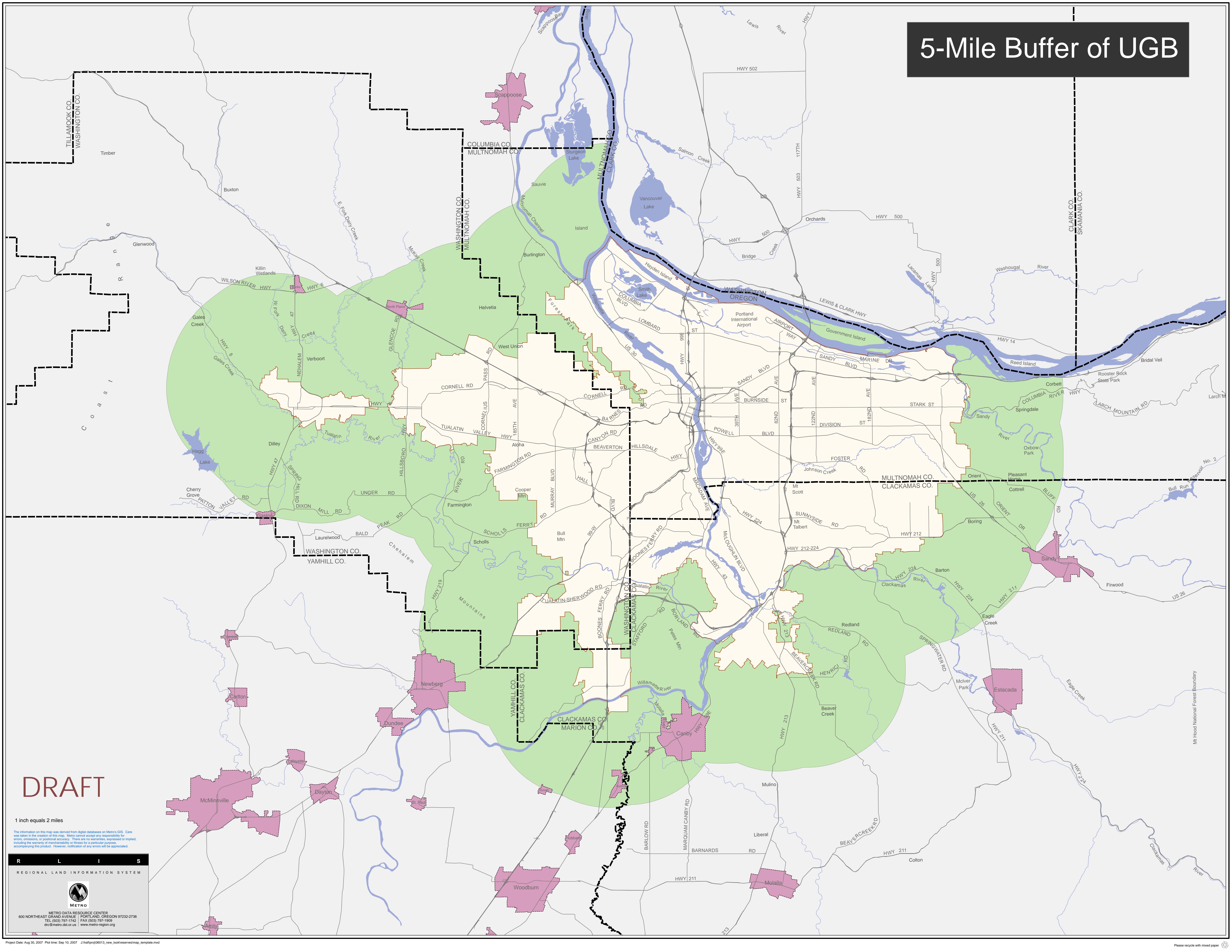
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*Last revised: 3/25/08*

Materials following this page were distributed at the meeting.

DRAFT – 04/07/08	Urban Reserve Factors	
LCDC Factors	Broad Study Area Filter	Refined Study Area Filter
<p><b>Can be developed at urban densities in a way that makes efficient use of existing and future public and private infrastructure investments</b></p> <p><b>Can be efficiently and cost-effectively served with public schools and other urban-level public facilities and services by appropriate and financially capable service providers</b></p>	<p>-Identify individual study area boundaries using data layers such as: Watersheds/drainage basins, Topography (e.g. 25% slope &amp; landslide susceptibility), Major rivers/streams/floodplains and Existing highways/major roads</p>	<p>-Additional analysis will take into account data such as infrastructure inventories/plans, service provider boundaries, school district needs/plans, Regional Transportation Plan analysis for future projects and preliminary Goal 5 inventories</p>
<p><b>Includes sufficient development capacity to support a healthy economy</b></p> <p><b>Includes sufficient land suitable for a range of needed housing types</b></p>	<p>-Do the combined areas provide sufficient employment and residential opportunities <b>(detailed analysis will occur in the refined analysis stage)</b></p>	<p>-Additional analysis regarding capacity for all of the study areas will take into account data such as regional employment needs/trends, local/countywide employment land needs, sector/niche economies and future housing needs related to size, income and age</p>
<p><b>Can be designed to be walkable and served with a well-connected system of streets, bikeways, recreation trails and public transit by appropriate service providers</b></p> <p><b>Can be designed to preserve and enhance natural ecological systems</b></p>	<p><b>Detailed analysis for each study area to occur in the refined analysis stage</b></p> <p><b>Detailed analysis for each study area to occur in the refined analysis stage</b></p>	<p>-Within an urban reserve, can development be designed to provide multi-modal transportation connections utilizing data such as local visions, Regional Transportation Plan/Transportation Systems Plans analysis for corridors and trails, adjacent land use patterns and street connections?</p> <p>-Within an urban reserve, can development be designed to include vegetative buffers and protection zones to preserve and enhance the natural ecological systems utilizing local natural resource inventories, Goal 5 inventories and other natural resource protection programs?</p>
<p><b>Can be developed in a way that preserves important natural landscape features included in urban reserves</b></p> <p><b>Can be designed to avoid or minimize adverse effects on farm and forest practices and adverse effects on important natural landscape features on nearby land designated as rural reserves</b></p>	<p><b>Detailed analysis for each study area to occur in the refined analysis stage</b></p> <p><b>Detailed analysis for each study area to occur in the refined analysis stage as rural reserves are being identified</b></p>	<p>-Within an urban reserve, can development occur in a way that preserves the important natural landscape features identified in the Metro 2007 Natural Landscape Features Inventory?</p> <p>-Within an urban reserve, can development be designed to avoid or minimize adverse effects on future rural reserve areas? What are the options for avoiding or minimizing the adverse effects through natural and man-made buffers?</p>

# 5-Mile Buffer of UGB



**DRAFT**

1 inch equals 2 miles

The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors will be appreciated.

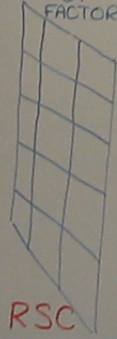
**R L I S**  
REGIONAL LAND INFORMATION SYSTEM

**METRO**  
METRO DATA RESOURCE CENTER  
600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736  
TEL (503) 797-1742 FAX (503) 797-1909  
dlc@metro.dst.or.us www.metro-region.org

PHASE I | PHASE II →

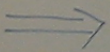
5-MILE MAP

BROAD APPLICATION OF FACTORS

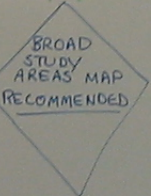


RSC  
APRIL 9

RSC  
APRIL 9  
+  
MAY 14



PUBLIC OUTREACH  
JUNE + JULY



RSC  
JUNE 9

METRO + COUNTY PROCESS  
AUGUST



RSC  
SEPT. 10

PHASE II | PHASE III →

REFINED APPLICATION OF FACTORS

